

Message Text

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C O N F I D E N T I A L STATE 022254

FOLLOWING REPEAT MAPUTO 099 ACTION SECSTATE INFO
PRETORIA CAPETOWN GABORONE DAR ES SALAAM MBABANE MASERU
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C O N F I D E N T I A L MAPUTO 0099

CAPETOWN FOR EMBASSSY

E.O. 11652: GDS

TAGS: SREF, EAID, MZ, US

SUBJECT: SPECIAL ASSISTANCE FOR SOUTHERN AFRICAN REGUGEES

REF: (A) STATE 17570; (B) GENEVA 407; (C) 1976 MAPUTO 0443;
(D) 1976 MAPUTO 1023; (E) 1976 MAPUTO 1370

1. SUMMARY: THERE ARE APPROXIMATELY 28,000 ZIMBABWEAN
NON-COMBATTANT REFUGEES IN MOZAMBIQUE. AS OF AUGUST
1976, AN ADDITIONAL 700 WERE ENTERING EACH MONTH,
ALTHOUGH RATE OF INCREASE HAS SINCE SLOWED. THE
LOCAL UNHCR HAS SPENT ABOUT \$825,000 TO DATE ON AID
TO ZIMBABWEAN REGUGEES AND EXPECTS TO SPEND ANOTHER
\$550,000 BY END 1977. WORLD FOOD PROGRAM WILL CON-
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TRIBUTE \$1,646,000 IN FOOD THROUGH JUNE 1977.
GOVERNMENT OF MOZAMBIQUE HAS PROVIDED SITES FOR THREE
REFUGEE CAMPS AND IS CONTRIBUTING APPROXIMATELY
\$100,000 IN FOOD EACH MONTH. ACCORDING UNHCR RESI-
DENT REPRESENTATIVE, CONDITIONS IN REFUGEE CAMPS ARE
APPALLING. THIS VIEW IS SHARED BY SENATOR CLARK WHO
VISITED ONE CAMP IN NOVEMBER. EMBASSY RECOMMENDS
THAT WORKING GROUP CONSIDER ONE OR MORE OF FOLLOWING:
(A) URGE UNHCR TO INCREASE ITS AID TO ZIMBABWEA REG-
UGEES IN MOZAMBIQUE:

(B) AUGMENT PLANNED USG CONTRIBUTION OF \$300,000 FOR THIS PROGRAM (REFTEL B),
(C) CONTRIBUTE PL480 TITLE II RICE AND MAIZE TO MEET SOME OF ONGOING REFUGEE FOOD REQUIREMENTS: OR
(D) (FOR POLITICAL REASONS) MAKE CASH GRANT TO GPRM TO REIMBURSE IT FOR SOME OF ITS PAST FOOD CONTRIBUTION TO REFUGEES.
END SUMMARY

2. THE FOLLOWING INFORMATION REGARDING THE ZIM-BABWEAN REFUGEE SITUATION IN MOZAMBIQUE WAS OBTAINED IN DISCUSSIONS WITH UNDP RES REP ERIC ZETTERBERG (SWEDE), ACTING UNHCR REP SERGIO DE MELO (BRAZILIAN) AND WFP REP CARL TIPPENHAUER (HAITIAN).

A. SIZE OF REFUGEE POPULATION. ESTIMATE OF ZIM-BABWEAN REFUGEE IN MOZAMBIQUE IS 28,000, OF WHOM 11,500 ARE IN REFUGEE CAMP AT CHIBABAVA IN SOFALA PROVINCE, 10,500 AT DOROI CAMP (REPLACEMENT CAMP FOR NYAZONIA, WHICH WAS SITE OF RHODESIAN ATTACK IN AUGUST) IN MANIA PROVINCE, AND ANOTHER 6,000 IN CAMP NEAR CAZULLA IN TETE PROVINCE. AS OF AUGUST 1976 AN ADDITIONAL 700 WERE COMING ACROSS BORDER EACH MONTH, ALTHOUGH RATE OF INCREASE HAS SINCE SLOWED. IN ADDITION TO ZIMBABWE REFUGEES, THERE ARE PERHAPS ANOTHER 100 AFRICAN REFUGEES IN MOZAMBIQUE, MOSTLY FROM SOUTH AFRICA, BUT INCLUDING SOME FROM NAMIBIA
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AND MALAWI. SIXTY TO SEVENTY OF THESE REFUGEES ARE HOUSE IN CAMP IN GAZA PROVINCE. THE SOUTH AFRICAN ANC ALSO OPERATES A HOSTEL IN MAPUTO, WHERE FROM 15-30 SOUTH AFRICAN REFUGEES AT ANY ONE TIME ARE TEMPORARILY HOUSE WHILE TRANSITING MOZAMBIQUE. LOCAL UNHCR OFFICE HAS NOT BEEN ASKED TO ASSIST NON-ZIMBABWEAN REFUGEES.

B. REFUGEE PROFILE. AT CHIBABVA AND DOROI CAMPS, ABOUT THREE-FOURTHS OF REFUGEES ARE MALE, ONE-FOURTH FEMALE MAJORITY OF MALES ARE BETWEEN AGES OF 8 AND 18. THE CAMP AT TETE WAS ESTABLISHED PRIOR TO INDEPENDENCE, AND TENDS TO BE OCCUPIED BY FAMILIES AND OLDER PEOPLE. ACCORDING DE MELO, THE MARORITH ON TIMO

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N REFUGEES ARE FROM URBAN OR SMALL TOWN BACKGROUNDS WITH MOST SCHOOL-AGE YOUTH IN CAMPS HAVING HAD SOME PRIOR PRIMARY EDUCATIONAL TRAINING IN RHODESIA. THE MAJORITY OF REFUGEES HAVE ARRIVED WITHIN PAST TWELVE MONTHS. REFUGEE POPULATION WAS ESTIMATED AT 6,000 IN AUGUST 1975 AND AT 17,000 IN APRIL 1976.

ACCORDING TO DE MELO AND HIS PREDECESSOR HUGO IDOYAGA (WHO DEPARTED MOZAMBIQUE END 1976) THE THREE CAMPS ARE OCCUPIED SOLELY BY NON-COMBATTANT REFUGEES. BOTH ADMIT PRIVATELY THAT SOME OF THE YOUTH ARE SUBSEQUENTLY RECRUITED FOR GUERRILLA TRAINING, BUT THEY CONTEND THAT NO MILITARY TRAINING TAKES PLACE AT THE CAMPS AND THAT TO BEST THEIR KNOWLEDGE THE THREE CAMPS ARE NOT USED BY ZIMBABWEAN GUERRILLAS AS STAGING BASES.

C. ASSISTANCE TO REFUGEES. IN ADDITION TO OFFERING ASYLUM, THE GPRM HAS PROVIDED THE SITES FOR THE CAMPS AND HAS SUPPLIED BULK OF DAILY FOOD RATION (MAIZE, CONFIDENTIAL

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RICE, BEANS AND LIMITED AMOUNT MEAT AND DRIED FISH). THE UNHCR OFFICE ESTIMATES THAT THE GPRM IS SPENDING ABOUT \$100,000 PER MONTH TO FEED THE ZIMBABWEANS. THERE HAS BEEN SOME CONFUSION OVER WHO SHOULD PAY FOR THE FOOD. THE GPRM HAD BEEN SENDING THE INVOICES TO THE UNHCR OFFICE FOR PAYMENT, BUT THE UNHCR RETURNED THEM WITH NOTE THAT IT UNABLE REIMBURSE THE GOVERNMENT. DE MELO HAS IMPRESSION LOCAL FOOD SUPPLIERS HAVE NOT BEEN PAID FOR A NUMBER OF MONTHS.

THE LOCAL UNHCR OFFICE HAS OBTAINED \$1,025,000 TO DATE FOR AID TO ZIMBABWEAN REFUGEES, OF WHICH ALL BUT ABOUT \$200,000 HAS ALREADY BEEN SPENT. THE EXECUTIVE COMMITTEE OF UNHCR HAS APPROVED AN ADDITIONAL \$350,000 TO BE SPENT THROUGH REMAINDER OF CY 1977. WITH ITS MONEY, THE UNHCR PURCHASES CLOTHING, COOKING UTENSILS, SMALL AMOUNTS BUILDING MATERIAL, A FEW TRUCKS AND LANDROVERS TO TRANSPORT FOOD, AGRICULTURAL EQUIPMENT AND SEEDS, AND SOME SCHOOL SUPPLIES, UNHCR HAS PURCHASED ONE WATER TREATMENT UNIT AND ONE GENERATOR FOR EACH CAMP. UNHCR ALSO PAYS THE SALARIES OF THE MOZAMBIKAN OFFICIALS WHO RUN THE CAMPS.

ASSISTANCE FROM OTHER AGENCIES INCLUDE EQUIVALENT OF \$1,646,000 (THROUGH JUNE 1977) IN FOOD (MAIZE, CSM, DRIED FISH, DRIED SKIM MILK) FROM WFP AND \$17,000 IN MEDICAL SUPPLIES FROM UNICEF.

D. U.S. ASSISTANCE. THE USG HAS NOT AS YET MADE A CONTRIBUTION TO THE UNHCR OR THE GPRM SPECIFICALLY FOR THE PURPOSE OF AID FOR ZIMBABWEAN REFUGEES IN MOZAMBIQUE. AN APPEAL FROM UNHCR IS CURRENTLY UNDER CONSIDERATION. IN A MAJOR POLICY SPEECH ON SOUTHERN AFRICA IN LUSAKA ON APRIL 27, 1976, SECRETARY KISSINGER ANNOUNCED THAT THE U.S. WOULD "CONSIDER SYMPATHETICALLY" REQUESTS FOR ASSISTANCE FOR ZIMBABWEAN REFUGEES BY THE UNHCR OR OTHER APPROPRIATE INTERNATIONAL ORGANIZATIONS. CONFIDENTIAL

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ZATIONS. LOCAL UNHCR REPRESENTATIVES HAS INTERPRETED THIS TO MEAN THAT THE USG IS PREPARED TO BEAR A MAJOR PORTION OF ANY UNHCR PRGGRAM.

E. ASSESSMENT OF EFFECTIVENESS OF AID. NO ONE FROM THE EMBASSY HAS AS YET BEEN PERMITTED TO VISIT A REFUGEE CAMP. THOSE WESTERNERS WHO HAVE VISITED THE CAMP (IDOYAGA AND DE MELO OF THE LOCAL UNHCR OFFICE, SENATOR CLARK AND PARTY INCLUDING NYT CORRESPONDENT JOHN BURNS AND VOA CORRESPONDENT ROBERT CHANCELLOR) WERE APPALLED BY CONDITIONS IN THE CAMP. SENATOR CLARK'S AID WILLIAM RICHARDSON FOUND CONDITIONS WORSE THAN IN THE PALESTINIAN AND CYPRIOT CAMPS HE HAD VISITED (SEE REFTEL E).

DE MELO ASSESS THE CURRENT SITUATION AS FOLLOWS:

-FOOD. BARELY ADEQUATE AND MONOTONOUS. SERIOUS VITAMIN AND PROTEIN DEFICIENCIES IN DIET HAS RESULTED IN WIDESPREAD MALNUTRITION AND DIARRHEA. RECENT DELIVERIES OF WFP FOOD HAVE HELPED RELIEVE SITUATION, BUT WFP FOOD MERELY SUPPLEMENTS BASIC FOOD RATION WHICH CONTINUES BE SUPPLIED BYSGPRM.

-CLOTHING. DEPLORABLE. MOST REFUGEES HAVE BUT ONE SET OF CLOTHES, MANY LACK SHOES.

-SHELTER. RUDIMENTARY.

-TRANSPORT. CURRENTLY ADEQUATE TO BRING IN FOOD SUPPLIES, BUT THERE NEED FOR SPARE PARTS AND BACK-UP VEHICLES.-

EDUCATIONAL MATERIALS. ALMOST NON-EXISTENT. UNHCR HAS BEEN SEEKING OBTAIN ENGLISH PRIMARLY AND A LIMITED AMOUNT OF SECONDARY TEXTBOOKS, BUT SOURCE NOT YET IDENTIFIED.

-AGRICULTURAL TOOLS. ACCORDING DE MELO, SUPPLY IS ADEQUATE, BUT CODEL CALRK FOUND EQUIPMENT IN SHORT SUPPLY. THERE ONLY ONE TRACTOR AT EACH CAMP. ADDITIONAL AGRICULTURAL TOOLS AND SEEDS WOULD PRESUMABLY ENABLE REFUGEES TO PRODUCE MORE OF THEIR OWN FOOD (INCLUDING VEGETABLES), ALTHOUGH DE MELO NOTES THAT
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VERY FEW REFUGEES IN CHIBABAVA AND DOROI CAMPS HAVE HAD PRACTICAL FARMING EXPERIENCE.

3. EMBASSY RECOMMENDATIONS. EMBASSY NOTES IN REFTEL B THAT UNHCR AND U.S. MISSION GENEVA ARE CURRENTLY THINKING OF EARMARKING \$300,000 OF OUR \$1 MILLION CONTRIBUTION FOR ASSISTANCE TO ZIMBABWEAN REFUGEES IN MOZAMBIQUE. EMBAS Y DOES NOT WISH SECOND-GUESS RELATIVE MERITS OR NEEDS OF VARIOUS UNHCR REFUGEE PROJECTS, UNHCR AND GENEVA IN FAR BETTER POSITION MAKE SUCH JUDGMENT. HOWEVER, IT OUR IMPRESSION THAT AMOUNT AID CURRENTLY EARMARKED BY UNHCR FOR ZIMBABWEAN REFUGEES IN MO-

ZAMBIQUE FALLS SHORT OF MEETING MINIMAL BASIC REQUIREMENTS. ON BASIS CURRENT DEFICIENCIES AND PROJECTED NEEDS, EMBASSY BELIEVES ADDITIONAL ASSISTANCE IS URGENTLY REQUIRED.

EMBASSY RECOMMENDS WORKING GROUP GIVE CONSIDERATION TO FOLLOWING:

A. REQUEST UNHCR TO REVIEW ADEQUACY OF ITS CURRENT SUPPORT FOR ZIMBABWEAN REFUGEES IN MOZAMBIQUE, PARTICULARLY IN LIGHT DIFFICULTIES GPRM PROFESSES BE EXPERIENCING IN CONTINUING ITS FOOD CONTRIBUTION.

B. INCREASE USG'S PLANNED CONTRIBUTION OF \$300,000 TO UNHCR FOR USE IN ITS MOZAMBIQUE PROGRAM. LARGER USG CONTRIBUTION MIGHT ENCOURAGE OTHER NATIONS DO LIKEWISE. THUS FAR, ACCORDING TO DE MELO, UK HAS CONTRIBUTED 100,000 POUND STERLING, FRG 300,000 DM, AND NORWAY ABOUT \$500,000. VOLUNTARY AGENCIES HAVE ALSO CONTRIBUTED SMALL AMOUNTS IN CASH AND KIND.

C. UNDERTAKE TO SUPPLY PL480 TITLE II FOOD (PERHAPS MAIZE AND RICE) TO MEET ONGOING FOOD REQUIREMENTS OF REFUGEES, EITHER THROUGH WFP, UNHCR OR GRRM AND /OR

D. REIMBURSE GPRM FOR SOME OF COST IT HAS THUS FAR INCURRED IN PAYING FOR FOOD FOR REFUGEES OUT OF ITS CONFIDENTIAL

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OWN FUNDS. RATIONALE FOR THIS RECOMMENDATION IS ESSENTIALLY POLITICAL. EMBASSY BELIEVES REIMBURSEMENT WOULD DRAMATIZE USG CONCERN FOR PLIGHT OF REFUGEES, AS WELL AS DEMONSTRATE IN MAGNANIMOUS WAY USG SUPPORT FOR MARCH 1976 UNSC RESOLUTION THAT CALLED UPON UN MEMBERS TO HELP MOZAMBIQUE BEAR ECONOMIC COST OF CLOSING ITS BORDER WITH RHODESIA. IT EMBASSY'S JUDGEMENT THAT REIMBURSEMENT OFFER WOULD REBOUND VERY FAVORABLY TO US AMONG ZIMBABWEANS REFUGEES AND POLITICAL LEADERS, IN BLACK AFRICA, AND WITH THOSE NATIONS THAT HAVE DEEP COMMITMENT TO MAJORITY RULE IN AFRICA. (THE EMBASSY PERCEIVES VERY LITTLE BILATERAL ADVANTAGE FROM THIS OFFER, ALTHOUGH IT WOULD BE FURTHER EVIDENCE OF USG DESIRE TO DEVELOP GOOD WORKING RELATIONSHIP WITH GPRM, AND TO THAT EXTENT IT WOULD HELP US IN OUR DEALINGS WITH FRELIMO LEADERSHIP. HOWEVER, WE BELIEVE IT WILL STILL BE SOME TIME BEFORE FRELIMO'S SUSPICIONS AND CRITICAL ATTITUDE TOWARDS USG SHOW ANY SIGN OF MELLOWING.)

IF WORKING GROUP SHOULD BE LOOKING FOR NEW WAYS TO DEMONSTRATE USG COMMITMENT TO MAJORITY RULE, REIMBURSEMENT TO GPRM WOULD BE ONE TANGIBLE WAY OF DOING SO. DE PREE UNQUOTE
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